

# Introduction

In September, 1957, the Minister of Education appointed the Roberts Committee—"To consider the structure of the public library service in England and Wales, and to advise what changes, if any, should be made in the administrative arrangements, regard being had to the relation of public libraries to other libraries". The Committee presented their Report in December, 1958, and it was published in February, 1959.\*

2. In December, 1960, the Minister announced the Government's intention to give the Minister of Education a general responsibility for the oversight of the public library service, with power to appoint Advisory Councils for both England and Wales; and to arrange that public library authorities should be required to discharge a statutory duty to provide an efficient service. Further study of certain problems was, however, needed before legislation could be drafted. For that purpose two small Working Parties were being appointed, one to examine from a technical point of view the basic requirements for an efficient service, and the other to study more closely the problems of inter-library co-operation.

3. Our terms of reference invite us to examine the technical implications of the recommendations of the Roberts Committee in this field of co-operation. The Committee set out their recommendations as follows:

(1) the existing regional committees (subject to the amalgamation of the two committees in Wales) should be given statutory recognition and they should be required, under schemes to be approved by the Minister of Education (to whom each library authority should have the right of appeal), to provide a satisfactory system of library co-operation within their regions and to work in conjunction with the National Central Library in providing a national system of co-operation;

(2) the schemes should outline the organization and scope of the arrangements for library co-operation in each region and should make provision for the allocation of the cost of the work, less any contributions received from non-public libraries, among the constituent local authorities; on approval by the Minister it should be obligatory upon each local authority to pay its share of the cost, which should include its contribution to the National Central Library;

(3) in view of the help which the local authorities receive from the National Central Library, they should contribute substantially to its cost; should have greater representation on its governing body and should play a larger part in its administration;

(4) the completion of an adequate series of regional catalogues, and of the catalogue at the National Central Library, should be undertaken as a matter of urgency, and the Treasury should be asked to make a non-recurring grant towards the capital cost of this work;

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\* Ministry of Education, *The Structure of the Public Library Service in England and Wales*. Cmd. 660, 1959.

(5) in the interests of readers using libraries outside their own areas, extra-district charges should be abolished, and any financial adjustment should be made between library authorities themselves.

We have considered these several recommendations against the background of the present administrative arrangements.

## *Present Arrangements*

4. Chapters I and II of the Roberts Report trace the history and outline the functions and present condition of the public library service. Chapters I and IV refer to the machinery for library co-operation, further details of which are given in Appendix VII to the Report. This machinery consists of ten regional bureaux, which cover the whole of England and Wales, and the National Central Library operating from London, which is associated directly with many university and special libraries. We need not repeat what the Roberts Committee has said about this machinery, but to enable us to fill in the regional picture we asked the bureaux to supply us with certain additional information. The following Table shows the present areas, populations and numbers of participating libraries in the regions; and further information about the regional systems is summarized in Appendix A. In addition to the regional bureaux there are local co-operative schemes mainly intended to provide technical and commercial information, schemes linking libraries covering the same subject field and also a good deal of informal direct co-operation between libraries.

5. We also asked the National Central Library for some up-to-date figures. These show that since the Roberts Report was published, the annual number of separate applications for loans of books (other than those required for adult classes) received by the Library has increased from 77,004 in 1958-59 to 85,377 in 1960-61. The number of separate volumes issued from or through the Library rose from 76,048 to 82,936; and issues to public libraries increased from 32,666 to 36,509 during these two years.

6. The outline of library co-operation would not be complete without some reference to the important place occupied by the National Committee on Regional Library Co-operation. This body, constituted in 1931, is representative of the regional library systems, the Association of University Teachers, the National Central Library and the Library Association. It co-ordinates the efforts of the regions and links them with the National Central Library, on whose Executive Committee the regions have four representatives, and whose Librarian and Secretary is also Secretary of the National Committee. The Committee has no power to enforce its recommendations, but it has succeeded in achieving a good deal of uniformity in matters of library co-operation. It has devised several co-operative schemes, of which the most important so far adopted is designed to share responsibility among the regions for ensuring that all significant material published in Great Britain and listed in the British National Bibliography since 1st January, 1959, is purchased and made available for inter-lending. One effect of this scheme is that the National Central Library has ceased

TABLE

Name of Region	Location and Counties Covered	Participant Libraries				Population served (millions)
		Urban	County	Special	University	
1. Northern ..	Literary and Philosophical Society, Newcastle upon Tyne, 1. (Northumberland, Durham, Cumberland, Westmorland).*	22	3	29	3	2.8
2. Yorkshire ..	Central Library, Surrey Street, Sheffield, 1. (N., W. and E. Ridings).*	46	3	—	3	4.4
3. North Western ..	Central Library, Manchester, 2. (Lancashire, Cheshire, Isle of Man).	76	2	25	3	6.4
4. West Midlands ..	Central Library, Birmingham, 1. (Staffordshire, Shropshire, Herefordshire, Worcestershire, Warwickshire).	40	5	29	2	4.6
5. East Midlands ..	Central Library, Bishop Street, Leicester. (Derbyshire, Nottinghamshire, Lincolnshire, Leicestershire, Rutland, Northamptonshire, Huntingdonshire, Cambridgeshire, Norfolk and Suffolk).	37	12	18	3	4.9
6. South Eastern ..	National Central Library, Malet Place, W.C.1. (Bedfordshire, Buckinghamshire, Berkshire, Hertfordshire, Middlesex, Essex, Surrey, Kent, Sussex).	78	10	—	—	10.7
7. London ..	National Central Library, Malet Place, W.C.1. (Metropolitan Boroughs and City of London).	29	—	—	—	3.2
8. South Western ..	City Library, Bristol. (Cornwall, Devon, Somerset, Dorset, Wiltshire, Hampshire, Gloucestershire, Oxfordshire, Isle of Wight).	35	9	22	3	5.0
9. Wales—Aberystwyth...	National Library of Wales, Aberystwyth. (Anglesey, Caernarvonshire, Flintshire, Denbighshire, Merionethshire, Montgomeryshire, Cardiganshire, Radnorshire, Pembrokeshire, Carmarthenshire (excluding Llanelly), Breconshire).	18	11	4	2	1.0
10. Wales—Cardiff ..	Central Library, Cardiff. (Glanorgan, Merionethshire and Llanelly, Carmarthenshire).	16	2	14	2	1.6
	Totals .. ..	397	57	141	21	44.6

\* The Cleveland district in the North Riding is included in the Northern Region.

to hold itself responsible for buying or locating British books published after that date, and is thus in a better position to concentrate on providing foreign and less accessible material.

7. The British National Bibliography (hereafter referred to as *B.N.B.*) is a non-profit-making company established in 1950. It provides an authoritative list of British publications, compiled from books and pamphlets received by the British Museum under the law of copyright, and is issued in weekly parts with cumulations. It also provides a service of catalogue entries in card and sheaf form. The *B.N.B.*, which has a world-wide circulation, is extensively used in inter-library co-operation. It forms a basis for subject specialization schemes in the regions, and supplies printed entries for most of the regional catalogues.

8. One other development since the Roberts Report was published deserves mention. The National Lending Library for Science and Technology has been established at Boston Spa in the West Riding of Yorkshire by the Department of Scientific and Industrial Research. This library is expected to offer, by the end of 1962, a full service to meet the needs of scientists and technologists. The intention is that it should provide a loan and photo-copying service, and that it will afford direct borrowing facilities to corporate bodies who now borrow from the Science Museum library and need material for use by their members or staffs, and to certain other bodies applying for borrowing facilities for use by their staffs. These facilities will also be available to all regional library bureaux, and to such public libraries and technical college libraries as satisfy certain requirements in respect of guides to scientific literature.

9. Despite these recent developments, certain obvious gaps remain to be filled in existing arrangements for library co-operation. There is at present no comprehensive scheme to ensure that all British periodicals are provided, recorded and stored. Coverage of publications outside the field of current British books is still incomplete. This is especially the case in respect of foreign publications on subjects other than those dealt with by the National Lending Library for Science and Technology; arrangements are also urgently needed for providing, recording and storing foreign periodicals. Many libraries have difficulty in finding storage for their constantly expanding book stocks. There is, as a result, a growing need for a co-operative scheme for the storage of little used material. In most of these fields the National Central Library, the university and certain special libraries, as well as public libraries, will have an increasingly important part to play.

## *Regional Organization*

### WALES

10. The Roberts Committee recommended that one regional library bureau for the whole of Wales would be more economical and efficient than the present two, which are at Cardiff and Aberystwyth, and that the location of the single bureau should be considered by the proposed Advisory Council for Wales. We think that there is a clear case for amalgamation, and we understand that at their 1960 Conference the Welsh library authorities agreed that there should

be one bureau for Wales and Monmouthshire. They have not yet agreed where it should be, and if they have not done so when the time comes to decide, we *recommend* that action should be taken by the Minister on the advice of the Welsh Advisory Council to bring about this amalgamation.

11. What is not so clear is whether a single regional administration for Wales can be viable. Regional organization should, in our view, be based upon the principle of regional self-sufficiency for certain types of publications; and the available figures suggest that even the amalgamation of the two bureaux will not make the resulting Welsh region self-sufficient. It is arguable, therefore, that for this purpose the region should be amalgamated with an English one. If, however, there are other grounds for recognising the right of Wales to be a separate region, we *recommend* that the Welsh region should be prepared to work in association with a neighbouring English region for the purpose of achieving self-sufficiency. The great majority of the inhabitants of Wales are concentrated in Glamorgan and Monmouthshire, which have easy communications with Bristol and Gloucester. For this reason it seems to us that, of the three neighbouring regions, the South-Western, with its headquarters at Bristol, will probably be the most convenient associate.

#### ENGLAND

12. The Roberts Committee did not propose any alteration of the English regions. We wish to do so. If there are to be regional resources sufficient to carry out national policies, if the regions are to be self-sufficient in the terms suggested, if coverage for subject specialization is to be adequate and if wastage of effort and material is to be avoided, we think it will be an advantage to have fewer and larger regions. A change on these lines would also enable staff to be employed more economically and to enjoy wider and better career prospects. Not all these considerations are equally applicable to all the regions, and that is particularly the case in the South Eastern and London regions. Even so, we think there are strong arguments for recommending that the eight regions should be reduced to four or five.

13. We think the two most practical patterns of possible amalgamations are as follows:

	<i>Regions</i>	<i>Populations (millions)</i>
A		
1.	Northern and North-Western	9.2
2.	Yorkshire and East Midlands	9.3
3.	West Midlands and South Western	9.6
4.	South-Eastern and London	13.9
B		
1.	Northern and Yorkshire	7.2
2.	North-Western	6.4
3.	West Midlands and East Midlands	9.5
4.	South-Eastern and London	13.9
5.	South Western	5.0

The four region pattern would enable Wales to be associated jointly with the West Midlands and South-Western areas. The five region pattern would facilitate the association of Wales and the South Western without lack of balance

in terms of population. Without association with Wales, or with some other area, the South Western region would find it difficult to be as effective as the larger regions. We are divided in our preferences, and we realize that the existing regional committees will have to be consulted before any decision is taken over amalgamation. We *recommend*, therefore, that the Minister of Education should seek the agreement of these committees to the reorganization of regional areas in England on one or other of these bases, and to the amalgamation or association of Wales with an English region.

#### STATUTORY DUTIES

14. Whatever the number of regions, it is essential that arrangements for regional co-operation should cease to be merely optional and should have a mandatory basis. The Roberts Committee proposed that regional committees should be given statutory recognition. We agree with this, but we do not think it is necessary to confer powers or impose duties on these committees by statute. To do so might appear to the public library authorities to be interposing the committees between them and the Minister. It will be these authorities which will have a statutory duty to provide an efficient public library service. This duty will relate primarily to the needs of their own areas, but it can properly be extended to the needs of their regions as well. It would be impracticable to lay statutory obligations upon non-public libraries in respect of regional co-operation, and it is preferable to trust that their public spirit and self-interest will lead them to take their fair share of regional responsibilities. It is therefore the public library authorities who should be made statutorily responsible for providing an efficient system of library co-operation in their regions. This will enable the Minister, in the exercise of his oversight of the service, to ensure that they discharge this duty. We *recommend* accordingly.

#### SCHEMES

15. We see no difficulty in these duties being discharged on the basis of schemes approved by the Minister. As suggested in the Roberts Report, each scheme should outline the organization and scope of the arrangements for library co-operation in the region, and should make provision for allocating the net cost of the work among the constituent local authorities. In Appendix B we *recommend* a model scheme, which is designed to enable these authorities to discharge their duties through a Regional Council and its Executive Committee. We hope that the Minister might commend this model to public library authorities as incorporating the minimum provisions requisite for his approval of regional schemes. There should also be statutory provision enabling the Minister to call for suitable amendments to these schemes.

16. The Roberts Report proposed that regional committees should be composed largely of representatives of local authorities, with co-opted members representing non-public libraries. We think it preferable to give non-public libraries direct representation on the Regional Councils and their Executive Committees, and to reserve co-opted membership of the Councils for non-library interests.

17. We have also suggested that each Council should have a full-time Executive Officer, who should be a qualified librarian and should be responsible for all the work of the Council. Such appointments seem essential if present regions are amalgamated and if regional co-operation is to be developed. The

responsibilities of the Executive Officer will, if our recommendations are implemented, become considerably greater than those of any member of the existing regional staffs. It will, therefore, be important to ensure that the salaries of these Executive Officers are sufficient to attract persons of the right calibre and experience.

#### CO-OPERATIVE ACTION

18. If the Regional Councils are given statutory functions on the lines suggested, they will be able to deal more effectively than at present both with the major problem of regional catalogues, which we consider separately, and also with matters affecting such developments as subject specialization, storage and the supply of periodicals. Regional organization should, as we have mentioned, be based upon the principle of regional self-sufficiency in certain types of publication. The categories of these must be defined, and if regional and inter-regional arrangements for such specialization are to be productive, library authorities must carry out the responsibilities assigned to them in this field. Paragraphs 8, 9 and 10 of the model scheme should make it easier to achieve this.

19. They should also ensure that Regional Councils take joint and efficient action in providing storage facilities for little used material. These facilities may be needed on local, regional or inter-regional bases, and co-operation will be essential to them. Co-operation will similarly be vital in providing adequate coverage in current British periodicals, and here in particular it will extend from the public libraries to the university libraries and certain special libraries. We mention these various subjects mainly to emphasize the point that the work of the Regional Councils is not limited to the efficient maintenance of regional catalogues, and that they need clearly defined powers and duties if they are to perform their other functions satisfactorily.

20. The Roberts Committee rejected the proposal that the regional systems and the National Central Library should form integral parts of one national system co-ordinated centrally by a new National Committee on Library Co-operation. They felt that the regional committees should be required "to work in conjunction with the National Central Library in providing a national system of co-operation"; but they proposed no machinery for co-ordination. We think that some formal machinery for co-ordination, associated directly with the Minister of Education, is called for. This seems essential if, as we have suggested, a statutory duty is laid upon public library authorities to provide an efficient system of library co-operation in their areas. The present National Committee on Regional Library Co-operation has played a most valuable part in stimulating co-operative action. It now needs to be succeeded by a statutory body with similar functions. For that purpose, we *recommend* that the proposed Advisory Councils for England and Wales should establish a joint committee composed, among others, of representatives of the Regional Councils and of the National Central Library. It should be the duty of this committee to concern itself with all aspects of library co-operation and to report through the Advisory Councils to the Minister.

#### FINANCE

21. If, as we suggest, membership of Regional Councils should be compulsory for public library authorities, it seems a reasonable consequence that their

appropriate contributions to the cost of these Councils should also be compulsory. As recommended by the Roberts Committee, the cost of each Council should include its share of the cost of the National Central Library. This principle of compulsory contribution is not new. It finds expression in the Public Libraries Act, 1947, in the Republic of Ireland, as well as in the Public Libraries (Scotland) Act, 1955; and we think it can properly be extended to England and Wales. The obligation to contribute towards the cost of Regional Councils should be laid upon public library authorities as a statutory duty, and we *recommend* this.

22. It would not be appropriate to impose by legislation a corresponding duty upon non-public libraries in respect of their subscriptions to Regional Councils, their membership of which should remain voluntary. So long, however, as any non-public library authority retains its membership of a Regional Council, it must expect to pay the subscription determined by the Council; and failure to pay should involve forfeiture of membership. Decisions about individual subscriptions should continue to be taken by the Regional Councils themselves, but we think that the Councils should have regard to the extent to which libraries make use of or provide regional or national services. It seems to us, however, that there will be general advantage in having more or less uniform rates of subscriptions for different classes of non-public library authorities. At present these rates vary between one region and another, and even between libraries of apparently similar type in the same region. Some uniformity here will be particularly useful if membership of the South Eastern and London Regional Councils, in the amalgamation we have proposed, becomes open to non-public libraries, to whom it is closed at present. We *recommend*, therefore, that when the regional map has been revised, the Minister should suggest rates of subscriptions for non-public library authorities which might appropriately be adopted by Regional Councils in terms of their approved schemes.

23. It might well be convenient for Regional Councils to prepare their estimates on a triennial basis, provided that the National Central Library can do the same. Whatever estimating period is eventually adopted, however, each Regional Council should set off against its estimated expenditure its estimated income from the subscriptions of non-public libraries. It will then be in a position to apportion the remainder among its public library authorities. Their contributions could, if desired, be determined on a population basis, as they are at present in Scotland, where the original five-year arrangement has recently been extended for another three years. This is a simple arrangement, which seems to work effectively and reflects the not unreasonable view that the larger and wealthier authorities should contribute towards the cost of common services, even though their need for and use of these may be comparatively small. On the other hand, it is arguable that the service or use factor should be the decisive one in determining contributions, and that payments based wholly or substantially on it have the merit of ensuring that demands for loans are scrutinized carefully and may result, in certain cases, in purchases rather than borrowings. Moreover, contributions based solely on a population basis may be less appropriate if, as we propose in paragraph 31, only part of the holdings of smaller libraries are recorded in regional catalogues and if the burden of lending therefore falls mainly on the larger libraries. It is also desirable to bring university and special libraries more fully into the regional systems than they are at present, and this



will be facilitated if both voluntary subscriptions and compulsory contributions have service and use as a common denominator. There is the further point that a service and use basis of determining contributions will reduce the hidden subsidy which some smaller public library authorities are now receiving.

24. Three regions (South Western, West Midlands and Yorkshire) are at present financed partially on this service and use basis, and we can see the advantages of it. At the same time the overriding consideration is that Regional Councils must have assured incomes if they are to discharge their responsibilities effectively. We feel that their incomes can best be assured by a combination of the two methods of determining contributions from public library authorities. Accordingly, we *recommend* that each contribution should consist of a basic sum related to population, and an additional charge related to service and use. It will be for each Regional Council to decide what those sums and charges should be; but here too we hope that the Minister will suggest figures which might appropriately be adopted by the Councils in terms of their approved schemes.

#### CHANGES

25. The extent of the changes proposed in this section of our Report should not be under-estimated. The sums to be paid by public library authorities and other libraries to Regional Councils, and the numbers of books borrowed through the regional systems, are not large when compared with the total cost of library services and the total number of books in circulation. Nevertheless, the provision of an efficient system of regional and national co-operation, which is vital if the standards of library service are to be raised, will, under the arrangements which we propose, cost public library authorities and other participating libraries appreciably more than they are paying at present. The total expenditure by local authorities and other contributing libraries on this part of library work is, however, extremely small. Moreover, some redistribution of the financial burden on the lines suggested should ensure that those libraries which are now contributing most to regional co-operation will not have to bear a proportionately greater burden in the future. The arrangements proposed also involve some limitation of the freedom of action of public library authorities, who will be obliged to pay contributions to the Regional Councils and will be required to participate in co-operative library schemes adopted regionally or nationally. As the reorganization of the public library service has to be undertaken within the existing framework of local government, and as no library authority can be entirely self-sufficient, we think that these additional financial responsibilities and small inroads into the autonomy of library authorities are justified in the interest of the library service as a whole. We hope, therefore, that the authorities themselves will share this view.

26. Even so, there may be occasions when national or regional schemes of library co-operation are frustrated by the unwillingness of Regional Councils or of individual library authorities to accept certain responsibilities. In addition the Minister may find that it is impossible to reach agreement on regional arrangements which he and his Advisory Councils consider necessary. To be truly effective, co-operation should be willingly given; but we think that, if the Minister is to exercise realistically a general responsibility for the oversight of the public library service, the responsibility for securing an efficient national

system of co-operation must rest on him. He must, therefore, be the ultimate co-ordinator of regional and national machinery for this purpose, and where there is disagreement the final decision must be his. We *recommend* that specific provision should be made for this in the proposed legislation.

## *Regional and National Catalogues*

### REGIONAL CATALOGUES

27. The Roberts Committee found that regional catalogues were in a highly unsatisfactory state, one region having no catalogue at all. They regarded the completion and maintenance of a proper system of regional catalogues, and of the catalogues at the National Central Library, as a first priority in the field of library co-operation. They estimated the cost of completing the regional catalogues at a little over £100,000, and in urging their completion at the earliest possible moment they suggested that the Treasury should make a non-recurrent grant towards the cost, the maintenance of the catalogues to remain thereafter the sole responsibility of the library authorities themselves.

28. We have considered the implications of the proposed completion and maintenance of a proper system of regional catalogues. All the regions except Yorkshire are attempting to record the holdings in most categories of non-fiction of all public libraries and (except in London and the South East) of certain non-public libraries as well. On a reasonable assessment only the London Union Catalogue, which relates solely to the libraries of the twenty-eight Metropolitan Boroughs and the City of London, can be regarded as complete. The other regional catalogues are incomplete in varying respects. Many have supplementary records of books held by member libraries, which have not been incorporated in main catalogues. Many have only partial records of the holdings of certain public libraries. Few catalogues are complete in respect of holdings of university and special libraries. The work of compiling a union catalogue, unless it can be done from an authoritative source such as the *B.N.B.*, is time-consuming, as a great deal of bibliographical checking is necessary. In particular most regional catalogues are incomplete either because the libraries have failed to notify the bureaux of the details of books withdrawn or, where they have done this, because the staff of the bureaux have been quite unable to deal with the notifications. We give in Appendix C a statement compiled from information supplied by the regional committees about the extent of the arrears of cataloguing, with an estimate based on 1961 costs of the expenditure necessary to complete the catalogues in their present form. This estimate can only be very approximate, because it is not calculated on a basis which is common to all the regions. We think, however, that the figures are useful as a rough guide to the extent of the work and of the expenditure involved; the final cost will depend on the decisions to which reference is made in paragraph 31.

29. We feel that there will be a considerable waste of effort if steps are taken to incorporate all this missing information in regional catalogues, and to continue their maintenance on the present basis. We think that the incorporation

of some additional material in the regional catalogues (and hence in the national catalogues) is urgent, but we do not consider that a high priority can be claimed for spending time and money on the inclusion of large numbers of entries relating to the whereabouts of the more popular and frequently ephemeral types of books, many of which are available in most public libraries. It would be much more valuable to the regions and the National Central Library to record the holdings of large public libraries and of certain university and special libraries. We accept the need for excluding broad categories of material from regional catalogues, as is done at present, and we suggest that the excluded categories might be examined to see if they can be extended, e.g. by the omission of all H.M.S.O. publications, which might be made available by special arrangements between libraries. But beyond this we think it impracticable to be discretionary about the exclusion from the catalogues of individual items. The only way to reduce work involved in maintaining the catalogues is to reduce the number of locations of any item recorded.

30. We *recommend* that the completion and future maintenance of regional catalogues should be undertaken in accordance with the following principles:

(a) The present inter-regional scheme of subject specialization in British books, which is designed to ensure that at least one copy of all worth-while material is purchased and made available for inter-lending by at least one library, should be maintained and improved. There would still exist gaps in the national coverage in respect of current British material, because of the excluded categories and of any discretion exercised by participating libraries, as well as in respect of older material which may not be available in any participating library. (The second of these gaps could be filled if one or other of the libraries receiving this material under the Copyright Acts would be willing, in the last resort, to lend copies under suitable safeguards. We *recommend* that the Minister of Education should discuss this with the Copyright Libraries);

(b) Schemes of subject specialization should be organized regionally, covering all ranges of material likely to be needed soon after publication. This would limit the demands made on the libraries accepting responsibilities under the national scheme. The libraries undertaking responsibilities under regional schemes would thus be acting as specialist or last resort libraries in the regions; and

(c) The holdings of only the larger or more important libraries in the regions should be fully recorded in the regional catalogues. In the case of the larger urban libraries this might apply only to the stock of the central libraries. The smaller or less important libraries should, however, be required to notify their holdings of old and rare books, of foreign books and of books in specialized fields, including those purchased under subject specialization schemes. This would make it less easy for regional staffs to balance the number of books borrowed by a particular library with the number it lends, but we think that the change, with the consequent increase in the cost of inter-lending to the smaller library authorities, cannot be avoided. It merely reflects the degree to which inter-lending depends on the strength of the larger libraries.

31. If these principles are adopted, they will need to be followed by decisions as to which libraries in each region should be chosen for full recording. Those decisions should not be difficult in respect of public library authorities; and in any case it should not be necessary to discard the records in the existing

catalogues of the holdings of the smaller libraries, even though, unless there are corresponding records of withdrawals, they must gradually lose their value. More difficult to decide will be the extent to which the holdings of university and other special libraries should be incorporated in the regional catalogues. The great diversity of provision in this field makes it impracticable for us to offer a general solution to the whole problem. We *recommend*, therefore, that it should be examined in detail by each Regional Council and by the National Central Library. What is most important is that these holdings should be recorded at the National Central Library, whether or not they are also recorded at regional level. Decisions as to how far the holdings of university and other large non-public libraries should be included in regional, as well as national, catalogues will have a considerable effect on the cost of bringing regional catalogues up to date.

32. We also consider it most important that the National Central Library's catalogues should be brought and kept up to date in respect of regional holdings other than British books published since 1st January, 1959. This requires the completion of regional catalogues on agreed bases and the provision of a copy of the relevant entries to the National Central Library. It is largely for this reason that we think the Yorkshire libraries should compile a union catalogue on the selective basis we have outlined. This catalogue could (a) be restricted to the stocks of the five zonal libraries with their associated university libraries, or (b) be extended to the sub-zonal libraries as well. We estimate that the cost of making photographic copies of entries of the catalogues of the libraries in category (a) would be £10,000, and that of editing and adding the entries to the union catalogue of the Northern or East Midlands Regions, with one of which we have suggested that the Yorkshire Region might combine, would be another £25,000. The initial cost of compiling all the existing regional union catalogues was met by the Carnegie United Kingdom Trust. Since it is largely for national reasons that Yorkshire should be asked to complete and maintain this catalogue, we think it would be appropriate for the initial cost of compiling it to be met from central funds, and we *recommend* this. For similar reasons we also *recommend* that the cost of completing adequate regional catalogues on the basis we have outlined should be met by means of a non-recurrent grant from the Exchequer.

33. We also *recommend* that all possible steps should be taken to simplify the regional catalogues and to have them completed on a uniform basis, particularly by making the fullest use of *B.N.B.* facilities. Maintaining a card or sheaf file of *B.N.B.* items in serial number order would make for easier access. It would also enable full use to be made of the list of serial numbers of additions reported by the *B.N.B.* on behalf of those libraries which subscribe to its catalogue service, and of the list of serial numbers reported by libraries themselves in many regions.

34. We do not think it practicable to overtake the arrears of notifications of books withdrawn, but in our view it is essential that future arrangements should provide both for prompt notification and recording of accessions and of withdrawals.

35. We *recommend* that the Regional Councils should be asked by the Minister of Education to consider how they would reorganize their catalogues on the lines suggested; to state what action is needed to bring catalogues up to an

agreed minimum standard of efficiency (in the case of the Yorkshire Region to compile a new catalogue, perhaps in association with the Northern Region); and on the basis of agreed rates, to give an estimate of the cost of the work and of the time likely to be taken over it. It will then be possible for the Minister, in consultation with the Advisory Councils or the joint committee suggested in paragraph 20, to consider, with the Treasury, how the proposed non-recurrent grants to the Regional Councils should be administered.

#### NATIONAL CATALOGUES

36. The national union catalogues at the National Central Library are still incomplete because:

(i) regional catalogues are incomplete, regional holdings have not been fully reported, and Yorkshire has no regional catalogue at all;

(ii) no copies of the Aberystwyth and Cardiff catalogues have been supplied to the National Central Library, since these are card catalogues and copies of them could not easily be provided;

(iii) the London Union Catalogue and South Eastern Regional catalogue are kept in the building of the National Central Library, and have not therefore been incorporated in the national catalogues; and

(iv) the holdings of the National Central Library's outlier libraries have been very unevenly recorded, and this also applies to the important resources of the university libraries.

At present the National Central Library can, in respect of regional entries, identify only the region and not the library in which a book is to be found. This causes delay in obtaining books, and we suggest that the Library should consider the possibility of including in future the exact location of books in the national catalogues. This would cut out one stage in the handling of applications, make for speedier service and reduce the work in the regional bureaux. Our recommendations concerning the regional catalogues will, if adopted, remove some of the defects in the national catalogues. The National Central Library itself, with additional grants from the Treasury, has already taken action to deal with certain arrears of recording in respect of material which is already in its possession, but more remains to be done. The Treasury's grants for this purpose have been given on the understanding that half of the total cost of completing the catalogues will be found from other sources. Notwithstanding what may be the new arrangements for financing the day-to-day work of the Library, we think it may prove impossible to arrange for a substantial part of the cost of completing the catalogues to be met equitably by the co-operating libraries. The catalogues are of considerable national importance, and we *recommend* that the Treasury should review the basis of their additional grants for this purpose and, in order to ensure that the work is completed, be willing to give grants covering the whole of the cost, if necessary.

#### USE OF A COMPUTER

37. We have looked into the possibility of much of the work of recording the holdings of libraries and finding the locations of books being undertaken on a computer. This is a highly technical problem, and we have been able to examine it only in outline. We feel, however, that as rapid developments are being made in the field of automatic data processing, this problem must not be ignored.

We are satisfied that it would be technically possible for identification details and locations for a large part of the book material with which inter-library co-operation is concerned to be fed into a computer, and for much of the work of finding locations and communicating with libraries holding the books applied for to be undertaken by a machine of this kind. Such an arrangement would be possible in respect of all material listed in the *B.N.B.*, including the British Catalogue of Music, but not, we think, in respect of material for which a ready-made serial number as a means of identification is not or could not be made available. We have not based any recommendations on the use of a computer, because we are informed that suitable equipment is not likely to be available in this country for a year or two, and that even when it is, a careful and detailed study will be necessary before it can be shown whether or not such a scheme is likely to be economical. We *recommend* that the possibility of transferring to a central computer the present burden of handling manually all catalogue entries for the material mentioned above, and of dealing with applications for locations of this material, should be looked at again before any final decision is taken about the future shape of regional catalogues. Unless, however, the use of a computer as suggested can be shown to be clearly preferable for economic reasons in the next year or two, we further *recommend* that steps be taken as soon as possible to put the regional catalogues in order on the basis which we have outlined.

## *National Central Library*

### FINANCE

38. The Roberts Committee came to the conclusion that it would be in the interests of the library service as a whole if financial responsibility for the National Central Library could be more widely shared. If the Library were to play its proper role in future co-operation between libraries, it would need additional funds, and these ought to come from those who made the greatest use of its services. The Committee therefore suggested that the Exchequer's contribution should be limited to one-half of the cost of maintaining the Library, and that the other half should be met by the local authorities and non-public libraries. In return the authorities should have greater representation on the governing body of the Library, and should play a larger and more active part in administering it.

39. The Committee based their conclusions largely on the belief that most of the work of the National Central Library is related to the needs of local libraries. If the libraries referred to are mainly public libraries, the evidence does not seem to support that belief. The National Central Library has both national and local functions. The distinction is inevitably blurred, but it seems reasonable to include in the former the operations of its accessions department, adult class department, British National Book Centre, British Union Catalogue of Periodicals and Russian Union Catalogue. Similarly its local functions may be said to include the maintenance of the National and Outlier Union Catalogues as well as the handling of requests from public libraries, many university libraries, and an increasing number of specialized libraries including libraries

of Government departments and industrial firms. During the thirteen months ended 31st March, 1961, the Library spent some £84,000, of which about £7,000 was for work on catalogue arrears and was covered by a special grant from the Treasury. Of the balance of £77,000, some £33,000 or 43 per cent was related to the Library's national functions, and about £44,000 or 57 per cent to its local functions as defined above. The expenditure of £44,000 was divided almost equally in serving the needs of public and non-public libraries. This is shown by the fact that, if the books supplied for adult classes are excluded, the number of separate volumes issued from or through the Library during the same period to public and non-public libraries was about 40,000 in each case. These figures show, therefore, that although just over half the work of the Library arises from its "local functions", only 28.5 per cent of it is at present related to the needs of public libraries. We think that 30 per cent is a fair figure for the foreseeable future, and we *recommend* this as the extent to which public library authorities can reasonably be made responsible for the expenditure of the Library. They are now subscribing less than £4,000 per annum towards that expenditure. If their future share of it is to be 30 per cent, their contributions, at the present level of expenditure, will have to be not less than £23,000. This is a considerable increase, but when spread equitably over all public library authorities it does not appear very significant. Although this is less than was envisaged by the Roberts Committee we think that, in considering the contribution to be made by public library authorities to the work of the National Central Library, account must also be taken of the value of the collections made available nationally by the principal public libraries and the cost to them of the work involved in lending large numbers of these books through the National Central Library.

40. Subscriptions from non-public libraries cannot be governed by statute, but those participating in the work of the National Central Library are already helping the Library financially on a voluntary basis. We realize that many of these libraries, in common with the larger public libraries, are indispensable to the National Central Library; that, similarly, the role of some is more that of lender than borrower; and that those who give most by way of service may not be able and willing to pay large subscriptions as well. Nevertheless, we think that the Library's income from this source should be considerably increased. At present non-public libraries are only subscribing about £2,000 a year. We *recommend* that the Trustees should consider how these libraries can make a more realistic and systematic contribution towards the cost of maintaining the National Central Library than they do now. The present position in which annual subscriptions are discretionary and range from one guinea to £50 can certainly be improved. We hope that the Minister may feel able, with the assistance of the joint committee suggested in paragraph 20, to make recommendations in this matter which the Trustees will find helpful.

41. We think that most of the non-public libraries, particularly those outside the Greater London area, should be encouraged to join their Regional Councils, and that their relations with the National Central Library should normally be through these Councils. Many of these libraries are small, and an increasing proportion of their needs can be met through the regional systems. The subscriptions of such libraries to the National Central Library should be paid through the Regional Councils. We therefore *recommend* that the Trustees

of the Library should review their policy with the object of ensuring that only in special circumstances, e.g. where specialized material is required, should non-public libraries which are not members of Regional Councils, be admitted, in future, to direct relations with the National Central Library.

42. As the Minister of Education will, in the exercise of his general oversight of the service, be responsible for ensuring that the public library authorities contribute their appropriate share of the cost of the Library, it might be advantageous if the Government grant became the direct responsibility of the Minister instead of remaining on a Vote accounted for by the Treasury. This change would not involve any departure from the present policy of not grant-aiding the public library service, and it would enable the Minister and the Trustees to obtain the help of the Advisory Councils in respect of any aspects of the Library's work. We *recommend* that this transfer of responsibility should be considered.

43. Whichever Department of the Government is responsible for future grants, the Trustees of the Library will need to prepare forward estimates of income and expenditure. We *recommend* that in the interests of forward planning these estimates should be prepared triennially. Triennial estimates will be preferable to annual ones, both for the Trustees and for the Government. They will in any case be essential if the estimates of the Regional Councils are prepared on a triennial basis, as we think they should be.

44. When the estimates have been approved, it should not be difficult for the authorities of the National Central Library to notify each Regional Council of the share of the Library's future expenditure which the Council will be expected to meet. This apportionment will be made easier if, as we have suggested, the number of regions is reduced to not more than five in England and one in Wales. It seems to us that the calculation of each regional share can most conveniently be made on a population basis, and we *recommend* this. The Regional Councils can then show these shares in their own estimates of expenditure, and will be able to calculate the individual shares of public library authorities on the population-cum-service basis which we have proposed in paragraph 24. In this way the contribution payable to its Regional Council by each public library authority will include the authority's share of the cost of the National Central Library. We realize that, in terms of our proposals, Regional Councils may find themselves paying to the National Central Library for meeting up to one-quarter of their applications a sum equal to more than half of what they are spending on covering the other three-quarters. It has to be remembered, however, that requests which are being passed to the National Central Library are increasingly for those old, rare, specialized and foreign works which are difficult to identify and locate.

45. The effect of our recommendations would be that 30 per cent of the normal expenditure of the National Central Library would be met by contributions from public library authorities, and the remainder by subscriptions from non-public library authorities and by the Exchequer grant. It is impossible for us to say what amount can be obtained from non-public libraries, but we think that the basis we have suggested is more realistic than the 50 : 50 proportions proposed by the Roberts Committee, and we *recommend* that it should be adopted.



## GOVERNING BODY

46. In view of the increased contribution which the public library authorities will be required to make towards the cost of maintaining the National Central Library, it certainly seems reasonable to suggest that they should have a greater representation on its governing body than they have at present. The Library received a Royal Charter in 1931, and this was revised in 1954. In terms of the revised Charter the objects of the Library are:

- (a) to supply on loan to libraries or in exceptional cases to individuals, books for study which cannot conveniently be obtained in any other way;
- (b) to supply such books on loan to groups of adult students;
- (c) to act as an exchange or clearing house for mutual loans of such books between other libraries;
- (d) to act as a centre of bibliographical information both for national and international purposes;
- (e) to facilitate access to books and information about books;
- (f) to take such other action as may conduce to the above objects.

The Library is under the control of a Board of Trustees, many of whose powers are delegated to its Executive Committee. The Board consists of not less than nine or more than twelve members, of whom six must be *ex-officio* or appointed members, and not less than three or more than six must be individual members. The *ex-officio* and appointed members are:

- (1) the Director and Principal Librarian of the British Museum;
- (2) three persons appointed by the Trustees of the British Museum;
- (3) one person appointed by the Library Association;
- (4) the Chairman of the Carnegie United Kingdom Trustees, or any such person as may be appointed by that body.

The composition of the Executive Committee is as follows:

- (a) Not more than two persons appointed by the Board of Trustees of the National Central Library.
- (b) Not more than three persons appointed by the Trustees of the British Museum.
- (c) Not more than three persons appointed by the Carnegie United Kingdom Trustees.
- (d) Not more than three persons appointed by the Council of the Library Association, one to be a representative of urban libraries, one of county libraries and one of university or research libraries.
- (e) One person appointed by the Council of the Association of Special Libraries and Information Bureaux.
- (f) One person appointed by the Library Co-operation Committee of the Association of University Teachers.
- (g) One person appointed by the Universities Council for Adult Education.
- (h) One person appointed by the Council of the Workers' Educational Association.
- (i) Not more than three persons appointed by the contributories present at the annual meeting of the Library.

(j) Four representatives of the regional library systems elected through the National Committee on Regional Library Co-operation, and

(k) Not more than five persons co-opted by the Committee with the approval of the Board.

The names of the present members of the Board and Executive Committee are shown in Appendix D.

47. It is apparent that the constitution of the governing body bears little relation to the sources from which the Library derives its strength at present or will derive it in future. It is also arguable that the present representation of certain bodies, notably the British Museum and the Carnegie United Kingdom Trust, is greater than can be justified in the context of the Library's present work, while other bodies, such as local authorities, universities and certain types of special libraries are either under-represented or have no direct representation at all. We are satisfied that the composition of the Executive Committee ought to be reviewed, if this Committee is to reflect appropriately the financial and other interests of the public library authorities and of the most important types of non-public libraries. In terms of the Charter the Executive Committee exercises certain important powers. These, however, are delegated by the Board of Trustees, who appear to remain ultimately responsible for decisions on matters of policy. Those who will be paying a substantial contribution towards the cost of the work should, however, have a considerable say in deciding how the work is to be done. It seems to us, therefore, that those local authority associations which represent public library authorities can reasonably expect to be represented on the Board; and it may well be that certain classes of non-public libraries also might profitably be represented there more directly than they are now. For these several reasons we *recommend* that the Trustees should review the terms of their Charter with the object of ensuring that persons acceptable to the local authorities and other principal contributors to the financial and other resources of the Library can be appointed both to the Board and to its Executive Committee. The aim of the review should be to enable these authorities and contributors to take a more active part in administering the Library. We hope that the Trustees will feel able to undertake this review in consultation with the local authority associations and other interested parties, including the universities and the Government departments concerned. Any amendment of the Charter will, of course, require the approval of the Privy Council.

#### NATIONAL LENDING LIBRARY FOR THE HUMANITIES

48. There is one other matter connected with the National Central Library on which we have some comments. This arises, not from a specific recommendation of the Roberts Committee, but in the general context of library co-operation. It has been suggested to us that the creation of the National Lending Library for Science and Technology should be followed by the development of the National Central Library into a National Lending Library for the Humanities. The claim is that, with the continuing increase in the amount of world literature, libraries are having more and more to search elsewhere for works which they do not possess themselves; that the amount of research and study in the humanities has increased substantially, partly as a result of an increase in the

size and number of universities; that many works forming the basic tools for research in the humanities are not readily available for loan; that book storage difficulties are increasing; that a quicker service is obtained by lending from a central collection than by depending solely on inter-library loans; that these problems can best be dealt with by establishing a National Lending Library for the Humanities; and that the National Central Library should form the nucleus of such a National Lending Library because lending from a stock of specialized books is the purpose for which it was formed in 1916 and is laid down in its Royal Charter as one of its main objects. The plan would be expensive, but it would not involve a change of policy, in as much as the National Central Library now concentrates on buying older and foreign books, leaving the purchase of current British books to libraries in the regions.

49. We have considered these claims, but we are not convinced that a case has been established yet for a new National Lending Library for the Humanities to undertake work which would be mainly an extension of what the National Central Library is already doing. In the field of science and technology demand is mainly concentrated on the more recent publications. This is far less so with the humanities, where reference has frequently to be made to a wide range of older literature, which can more usefully remain where it can be consulted in conjunction with related material. We do not in any way underrate the needs of the humanities, but there appears to be no good reason to suppose that these needs can only be met by providing a National Lending Library maintained entirely by the Central Government on the analogy of the National Lending Library for Science and Technology. The important thing, in our opinion, is that the National Central Library should be enabled to develop its work on lines likely to remove many of the difficulties of research and supply in the humanities field. If this development is to be encouraged, and if the Library is to be an effective national library for lending in this field, we recommend that it should have much larger resources for the purchase and storage of books than it enjoys now. There will still remain a need for some co-operative action to ensure adequate coverage of current foreign material in the humanities, and the National Central Library will be better placed to play its appropriate part in such a scheme if its resources are improved.

## *Extra-District Charges*

50. The last recommendation made by the Roberts Committee in respect of library co-operation is that all extra-district charges to borrowers should be abolished, and that if any financial adjustments are needed in consequence, they should be made by payments between the public library authorities themselves. The charges concerned are those made by the authorities for the use of their libraries by persons who are not entitled to become registered members of them. Most public libraries admit to membership those who live, work or are being educated in their areas. Some charge a small subscription to those who wish to use their library facilities although not qualified for membership by residence, occupation or place of study. Most lend without charge to those who produce membership tickets from other authorities, and in some parts of

the country this practice has virtually ended the charging of subscriptions. Libraries which most frequently lend books in large numbers to non-members are those in holiday resorts, in rural market towns and shopping centres, in large cities serving adjoining neighbourhoods (especially where the latter have less efficient services), in conurbations where a branch library of an adjoining authority may be nearer than any library of the area authority, and in county towns where the county councils as well as the borough councils may maintain lending libraries.

51. If the public library service is to remain free in respect of the lending of books and other printed matter, as we think it must, and if library co-operation is to be based upon the principle of free trade, as we feel it should, clearly no extra-district charges should be made to individual borrowers of such materials. To that extent we are sure that the recommendation of the Roberts Committee will be generally acceptable. We have been interested to see that the Association of Municipal Corporations, the County Councils Association and the Urban District Councils Association in a joint circular to their members dated 25th October, 1961, have also endorsed these views so far as books are concerned. The only doubt we feel is whether the principle of free trade and the practice of making no extra-district charges to borrowers should extend to the loan of other articles such as gramophone records, films and pictures. These articles are at present provided by only a few authorities, and opportunities for reciprocity are very limited. We think it is arguable that charges for the loan of them to persons living outside the area of the lending authority and not otherwise qualified for membership can be justified, whatever may be the national, regional or local policy in respect of such loans to persons residing inside that area. The sensible course seems to be for public library authorities to retain their discretion to make extra-district charges to borrowers for material other than books and printed matter.

52. Our attention has been drawn to the extensive reference services provided by many large public libraries to persons not resident in their areas. In our opinion these services should be taken into account in calculating the contributions payable by these libraries to their Regional Councils.

53. Financial adjustments between library authorities should not normally be necessary in respect of loans for which no charges are made. But we see no objection to authorities agreeing to inter-authority payments or other joint arrangements, and we *recommend* that the new legislation should make provision for this. Where charges are made for lending non-book materials to extra-district borrowers, it seems reasonable that the borrowers should bear these charges themselves. Here too, we *recommend* that public library authorities should have discretion to agree to inter-authority payments or other forms of joint arrangement if they want them.

54. If, of course, neighbouring library authorities are unable to agree about such payments or arrangements, borrowers may find themselves unable to obtain library services conveniently. Some provision seems to be needed for the settlement of such disagreements, and it will probably be best for the Minister to be empowered to settle them in the exercise of his responsibility for the efficiency of the public library service. We *recommend* that, for the avoidance of doubt, his right to determine these disagreements should be covered by statute.

# *Recommendations*

55. Our recommendations can be summarized as follows:

## REGIONAL ORGANIZATION

(1) The two Welsh regional bureaux should be amalgamated, and the Minister should, if necessary, take action to bring this about (paragraph 10).

(2) If the resulting Welsh region is not amalgamated with an English region, it should be associated with one, preferably with the South Western region (paragraph 11).

(3) The Minister should seek the agreement of the existing regional committees to the reorganization of the eight English regions into four or five, and to the amalgamation or association of the Welsh region with one of them (paragraph 13).

(4) Public library authorities should be made statutorily responsible for providing an efficient system of library co-operation in their regions (paragraph 14).

(5) Public library authorities should discharge this duty on the basis of schemes approved by the Minister and providing for Regional Councils and Executive Committees on the lines set out in Appendix B (paragraph 15).

(6) The National Committee on Regional Library Co-operation should be replaced by a joint committee appointed by the proposed Advisory Councils for England and Wales, and this joint committee should report, through the Councils, to the Minister on all aspects of library co-operation (paragraph 20).

(7) Public library authorities should be given a statutory duty to contribute towards the cost of Regional Councils (paragraph 21).

(8) When the regional map has been revised, the Minister should suggest rates of subscriptions for non-public libraries which might appropriately be adopted by Regional Councils (paragraph 22).

(9) The contribution payable to the Regional Council by each public library authority should consist of a basic sum related to the population of its area, and an additional charge related to its service to and use of the regional system (paragraph 24).

(10) The Minister should be empowered by statute to determine disagreements which are likely in his opinion to frustrate the development of regional co-operation (paragraph 26).

## REGIONAL AND NATIONAL CATALOGUES

(11) The present inter-regional scheme of subject specialization in British books should be maintained and improved (paragraph 30(a)).

(12) The Minister should discuss with the Copyright Libraries the possibility of their lending, under suitable safeguards, material which is not available in any library participating in regional schemes (paragraph 30(a)).

(13) Schemes of subject specialization covering all ranges of material likely to be needed soon after publication should be organized regionally (paragraph 30(b)).

(14) The holdings of only the larger or more important libraries in the regions should be fully recorded in regional catalogues; but other libraries should be required to notify their holdings of old and rare books, of foreign books and of books in specialized fields, including those purchased under subject specialization schemes (paragraph 30(c)).

(15) Regional Councils and the National Central Library should consider the extent to which the holdings of university and other special libraries should be incorporated in regional catalogues as well as at the National Central Library (paragraph 31).

(16) All regional catalogues should be completed and maintained on the selective basis suggested, on which a union catalogue for Yorkshire should also be compiled; and the cost of completing existing catalogues on that basis, and of compiling one for Yorkshire, should be met by a non-recurrent grant from the Exchequer (paragraph 32).

(17) All possible steps should be taken to simplify regional catalogues and to complete them on a uniform basis, particularly by making the fullest use of *B.N.B.* facilities (paragraph 33).

(18) The Minister should ask Regional Councils to consider how they would reorganize their catalogues on these lines, and to estimate the cost of the work and the time likely to be taken over it (paragraph 35).

(19) The whole cost of clearing the rest of the arrears in the catalogues of the National Central Library should, if necessary, be met by the Exchequer (paragraph 36).

(20) The possibility of transferring to a central computer the handling of certain catalogue entries and applications for locations of this material should be looked at again before final decisions are taken about the future shape of regional catalogues; but unless the use of a computer can be shown to be preferable in the next year or two, alternative steps should be taken to put the regional catalogues in order on the basis outlined (paragraph 37).

#### NATIONAL CENTRAL LIBRARY

(21) In the foreseeable future public library authorities can reasonably be made responsible for 30 per cent of the expenditure of the National Central Library (paragraph 39).

(22) The Trustees of the Library should consider how non-public libraries can make a more realistic and systematic contribution towards the cost of maintaining the Library (paragraph 40).

(23) The Trustees of the Library should review their policy with the object of ensuring that only in special circumstances, e.g. where specialized material is required, should non-public libraries, which are not members of Regional Councils, be admitted in future to direct relations with the Library (paragraph 41).

(24) Consideration should be given to the transference of responsibility for the Government grant to the Library from the Treasury to the Ministry of Education (paragraph 42).

(25) The estimates of the Library should be prepared triennially (paragraph 43).

(26) The calculation of each regional share of the proposed expenditure of the Library should be made on a population basis; Regional Councils can then calculate the shares of individual public library authorities on the population-cum-service basis recommended in paragraph 24 (paragraph 44).

(27) Thirty per cent of the normal expenditure of the Library should be met by contributions from public library authorities, and the remainder by subscriptions from non-public libraries and by the Exchequer grant (paragraph 45).

(28) The Trustees should review the terms of their Charter in consultation with the local authority associations and other interested parties, with the object of ensuring that persons acceptable to the local authorities and other principal contributors to the financial and other resources of the Library can be appointed to the Board and its Executive Committee (paragraph 47).

(29) A case has not yet been established for a new National Lending Library for the Humanities to undertake work which would be mainly an extension of what the National Central Library is already doing; but the National Central Library's resources for the purchase and storage of books should be considerably increased to enable it to remove many of the difficulties of research and supply in the humanities field (paragraph 49).

#### EXTRA-DISTRICT CHARGES

(30) No extra-district charges should be made to borrowers for the loan of books or other printed matter, but public library authorities should have discretion to charge borrowers living outside their areas and not qualified for membership for the loan of other articles (paragraph 51).

(31) Public library authorities should have discretion to agree on inter-authority payments or other joint arrangements for the loan of any type of material (paragraph 53).

(32) The Minister should be given a statutory power to determine disagreements between public library authorities over such payments or arrangements (paragraph 54).

(Signed) E. B. H. BAKER (*Chairman*)

E. V. CORBETT

S. P. L. FILON

F. G. B. HUTCHINGS\*

M. C. POTTINGER

D. T. RICHNELL\*

A. SHAW WRIGHT

J. E. THOMAS

R. VANN

\* Subject to reservation.

F. N. WITHERS (*Secretary*)

15th January, 1962

1. I wish to dissent from paragraphs 39-45 which recommend that a substantial part of the cost of the National Central Library should be met by local authorities. In my opinion the whole cost should be met by the Exchequer. I submit the following in support of my assertion.

2. The National Central Library is a library in a limited sense only. It is primarily a means by which books throughout the country are brought out of their locality and made available elsewhere. Its strength is the combined strength of significant libraries—the large city libraries, university libraries and special libraries. Without them it could not exist. It might therefore be argued that the National Central Library should contribute towards them, not they towards it.

3. The suggestion that the National Central Library should receive half its income from sources other than the Exchequer comes from paragraph 89 of the Roberts Report. Paragraph 87 of the same report states:

"The cost of . . . providing a reasonable contribution from each region towards the cost of the services rendered to them by the National Central Library, should be met by a compulsory payment from each library authority. This is already the practice in Scotland; section 2 of the Public Libraries (Scotland) Act, 1955, provides for statutory payment by library authorities of contributions to the Scottish Central Library, *which provides the services rendered by the regional library systems and the National Central Library in England and Wales.*"\*

It is true that the Scottish Central Library provides the services rendered by the English regional systems; it is not true that it does for Scotland what the National Central Library does for England. In fact the National Central Library includes Scotland, and its union catalogue receives duplicate entries from Scotland in the same way as it does from English regions. The Scottish Central Library is a regional library, using the National Central Library in the same way as any other region, but making no financial contribution to it, and, ironically, receiving half its income from government sources. Thus does nationalism confound rationality. If Scotland is to be taken as a parallel, then each English region should be supported as to 50 per cent from government sources. The argument from analogy with the Scottish Central Library that half the cost of the National Central Library should be met from local funds is false.

4. The analogy which comes closer to the point is with the National Lending Library for Science and Technology, which is entirely supported by government funds. The need of the humanities is met at a much smaller cost by combining existing library resources through the regions and the National Central Library. Why should the Exchequer meet all the cost on the one hand and, on the other, seek a subsidy to turn local enterprise into a national asset?

F. G. B. HUTCHINGS

\* The italicising is by Mr. Hutchings.



1. It is impossible to separate the functions of the National Central Library into "national" and "local" functions. The whole service provided is national in character, and its further development should be regarded as a national responsibility. Only in these circumstances can its development be determined by national requirements, such, for example, as are envisaged in paragraph 49 of the Report.

2. The suggestion of the Roberts Committee, that "the Exchequer's contribution might be limited to one-half of the cost of maintaining the National Central Library, the other half being met by local authorities and by non-public libraries", has not proved acceptable to the Working Party. I cannot accept the alternative proposal that the public libraries, whose contributions can be governed by statute, should contribute 30 per cent of the cost, while the non-public libraries' contributions should be calculated on an entirely different basis. This might well have the effect of undermining the existing spirit of partnership of libraries of all kinds that is the basis of the National Central Library's activities.

3. It is not unreasonable that libraries should continue to give financial support—even increased support—to what will remain essentially a co-operative enterprise. The present system of voluntary contributions is admittedly unsatisfactory. The support should in future be regularized in the form of subscriptions worked out by the Trustees for all libraries on an equitable basis (whether paid through Regional Councils or direct). The revenue from public library subscriptions, however, should not constitute a fixed proportion of the total income of the National Central Library, but should be determined in the same way as the Working Party recommends for non-public library contributions (see paragraph 40); and the basic financial responsibility for the development of the work of the National Central Library should lie with the Exchequer.

D. T. RICHNELL

# APPENDIX A

## Regional Organization

Name of Region	1966-67						Special Features	Finance	Pay- ments by Regional Com- mittee and/or local libraries to N.C.L. (11)	
	No. of applica- tions received	Per- centage of applica- tions satisfied	No. of volumes lent			No. of volumes borrowed				
			Within Region	Outside Region (mainly through N.C.L.)	Total	(a) from or through N.C.L.				(b) other- wise
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	
1. Northern ..	14,624	91	8,775	2,912	11,687	1,847	80	(a) No local subject specialization scheme but quarterly meetings to discuss book schemes. (b) Participates in inter-regional subject coverage and joint fiction reserve schemes. (c) Wealth of rare material recorded in main catalogue.	A. Population by diminishing scale £24-£244. B. University libraries £20; £40. Special £2 2s. 6d. to £24.	£ 52
2. Yorkshire ..	12,104	93	9,072	3,638	12,710	2,156	—	(a) No union catalogue; no regional bureau staff. (b) No formal local subject specialization scheme. (c) Participates in inter-regional subject coverage and joint fiction reserve schemes. (d) Five postal centres (Bradford, Hull, Leeds, Sheffield, West Riding) and ten sub-zonal centres handle requests.	A. Population by diminishing scale £5 to £60; Zonal centres granted 25 per cent. reduction; also charge of 1s. 9d. per application form, including 1s. 6d. postage costs. B. No standard subscription but unit charge as above.	500
3. North Western	32,286	87	22,343	1,153	23,496	4,193	379	(a) Local subject specialization scheme. (b) Participates in inter-regional subject coverage and joint fiction reserve schemes. (c) Bi-weekly list of desiderata checked in 80 libraries owing to incomplete state of union catalogues. (d) Regional drama scheme. (e) Subscriptions to Leslie's Medical, Technical and Scientific Library, and Law Notes Leading Library. (f) Foreign fiction scheme.	A. Population by diminishing scale: Urban £16-£79; Counties to £210. B. Standard subscription of £10 10s. 0d. (All subject to 50 per cent. increase from April, 1962)	362

4. West Midlands	18,651	92	11,928	1,814	13,742	3,276	236	<p>(a) No local subject specialisation scheme but region is in practice self-sufficient.</p> <p>(b) Participates in inter-regional subject coverage and joint fiction reserve schemes.</p> <p>(c) Technical periodicals interchange scheme based on union list of periodicals.</p> <p>(d) Subscriptions to Lewis's Medical, Technical and Scientific Library, and Law Notes Lending Library.</p> <p>(e) Inter-availability of tickets throughout the area.</p>	2,963	235
5. East Midlands	27,733	92	18,684	2,329	21,013	4,197	185	<p>(a) No local subject specialisation scheme.</p> <p>(b) Participates in inter-regional subject coverage and joint fiction reserve scheme.</p> <p>(c) Scheme for modern European literature (mainly fiction).</p> <p>(d) Scheme for play-reading sets.</p> <p>(e) Musical scores co-operation.</p> <p>(f) Designated libraries acting as regional stores.</p>	3,205	379
6. South Eastern	86,404	94	65,624	1,438	67,062	10,051 (Applications)	2,364 (Applications)	<p>(a) Local subject specialisation scheme.</p> <p>(b) Participates in inter-regional subject coverage scheme.</p> <p>(c) Scheme for play-reading sets.</p> <p>(d) Direct co-operation with London Region, including contribution to their Joint Fiction Reserve.</p> <p>(e) Union list of periodicals with London Region.</p>	7,497	1,192
7. London	28,666*	95	23,014 (Applications)	8,072	31,086†	2,462 (Applications)	1,098 (Applications)	<p>(a) Aims at complete coverage of British publications in Special Collections Scheme (318,000 vols.) in Region and does not borrow under inter-regional scheme.</p> <p>(b) 1,000 periodicals taken regularly and permanently filed as part of Special Collections Scheme.</p> <p>(c) Daily temporary participation in inter-regional coverage scheme.</p> <p>(d) Foreign fiction specialisation (10,000 vols.).</p> <p>(e) Union catalogue of sets of plays (1,887 sets).</p> <p>(f) Joint Fiction Reserve (83,000 vols.).</p> <p>(g) Inter-availability of tickets throughout area.</p>	3,489	458

\* From Metropolitan Boroughs' Libraries only.  
† In addition 7,274 volumes were lent from the Reserve, including 2,461 lent outside the Region.

# APPENDIX A (Continued)

Name of Region	1960-61					Special Features	Finance			
	No. of applications received	Per-centage of applications satisfied	No. of volumes lent		No. of volumes borrowed		Basis of Annual Subscriptions (A) Public Libraries (B) Non-Public Libraries	Total income from subscriptions (10)	Pay-ments by Regional Com- mittees and/or local libraries to N.C.L. (11)	
			Within Region	Outside Region (mainly through N.C.L.)	Total					(a) from or through N.C.L. (b) other- wise
8. South Western	25,490	89	21,121	2,362	23,483	5,024	121	(a) Local subject specialisation scheme. (b) Participates in inter-regional subject coverage and joint deficit reserve.	£ 2,949	£ 371
9. Wales—Aberystwyth	5,904	77	2,483	271	2,754	877	59 (applications)	Book Borrower (a) Local subject specialisation scheme (incomplete). (b) Participation in inter-regional subject coverage scheme. (c) Non-copyright books in National Library of Wales available for loan—Aberystwyth. (d) Union list of periodicals (5,000 entries)—Cardiff.	1,255	101
10. Wales—Cardiff	9,201	72	4,162	309	4,471	1,495	34	A. Population by diminishing scale £1 1s. 6d. per 1,000 up to 50,000, plus 10s. 6d. per 1,000 to 200,000, and 5s. 6d. per 1,000 over 200,000. B. University libraries £15 10s. 6d. Special libraries £3 3s. 6d. to £10 10s. 6d.	1,137	66
TOTALS ..	262,003		187,106	24,318	211,424	35,578	5,155		28,954	3,716

Notes:

- In addition to the income from subscriptions regional committees receive fine or at a very nominal charge from their host libraries—accommodation, heating, lighting, use of bibliographical resources, tele., etc. It is difficult to place a value on these services but if independent provision had to be made the annual cost would definitely be not less than £1,000 per region.
- In Yorkshire, where there is no bureau staff employed by the regional committee, it is estimated that one assistant is employed at each of the five regional libraries in handling requests at an approximate total cost of £2,775. Expenditure on staff is also incurred in the sub-regional libraries.
- The London Union Catalogue and the South Eastern Regional Bureau are provided with accommodation at the National Central Library for which no payment is made.
- The London Union and South Eastern Regional Catalogues are both housed at the National Central Library. Each region checks applications against the other's catalogue before passing them on to the National Central Library.

## APPENDIX B

### *Model Scheme for Regional Co-operation*

#### *Regional Council*

1. To enable the public library authorities in the region to provide an efficient service of inter-library co-operation there shall be a Regional Council of which:

- (a) every public library authority in the region shall be a member;
- (b) any non-public library in the region specified by the Minister may, if it wishes, be a member; and
- (c) any other library in the region may become a member with the approval of the Council.

#### *Members*

2. The Council shall consist of the following representatives:

- (a) two appointed by each member, of whom one shall be the chief librarian of the library concerned;
- (b) one appointed by the Trustees of the National Central Library;
- (c) one appointed by the Department of Scientific and Industrial Research;
- (d) one appointed by the Minister of Education, who may also appoint one or more of his officers to attend meetings of the Council as assessors; and
- (e) not more than . . . co-opted by the Council to represent interests other than those of libraries.

#### *Officers*

3. The Council shall elect from among its members a Chairman and Vice-Chairman, each of whom shall hold office for not more than three years and shall be eligible for re-election.

#### *Staff*

4. The Council shall have a full-time Executive Officer, who shall be a qualified librarian and shall be responsible for:

- (a) carrying out the instructions of the Council and supervising any other staff appointed by it;
- (b) preparing and circulating papers in connection with meetings of the Council and Executive Committee;
- (c) receiving monies due to the Council, disbursing monies payable by it, operating its bank account and preparing and circulating papers concerning its financial affairs; and
- (d) carrying out such other duties as the Council may allot to him.

5. The Council may appoint technical and clerical staff to carry out its work. The provisions of the Scheme of Conditions of Service of the National Joint Council for Local Authorities' Administrative, Professional and Clerical Services shall be adopted for the Executive Officer and all such staff.

#### *Administration*

6. The Council shall appoint duly qualified Auditors to examine its accounts.

7. The Council shall provide such accommodation and equipment as may be necessary for the discharge of its duties.

#### *Powers and duties of the Council*

8. The principal duty of the Council shall be to promote the maximum co-operation between libraries regionally and nationally. For that purpose it shall make or participate in arrangements for:

- (a) the inter-lending of books and other material held by the libraries of constituent members;
- (b) the purchase of books and other material under regional and national co-operative schemes organized in association with the National Central Library;
- (c) the provision of adequate facilities for conservation and storage of books and other material; and
- (d) the provision of adequate reference, information and bibliographical services.

9. For the discharge of this duty the Council shall have power to make or participate in arrangements for:

- (a) recording the holdings of books and other material by the libraries of constituent members;
- (b) micro-filming or otherwise preserving or making available copies of printed material in such libraries;
- (c) contributing towards the cost of any libraries or other agencies providing books or other material of a specialized nature; and
- (d) assisting any action designed to improve library facilities and resources by co-operation between libraries.

10. It shall be obligatory upon each public library authority to discharge any responsibilities laid upon it by the Council.

#### *Finance*

11. (1) The Council shall determine the financial contributions to be made by each public library authority in the region towards the expenses of the Council. These will include the Council's share of the cost of the National Central Library, which will be notified to the Council after the estimates of the National Central Library have been approved, and also its share of any other library service provided centrally.

(2) In determining these contributions the Council shall have regard to:

- (i) the subscriptions payable to the Council by non-public library members; and
- (ii) the extent to which public library authorities make use of, or provide, regional or national services.

(3) In determining the subscriptions payable by non-public library members the Council shall similarly have regard to the extent to which they make use of, or provide, regional or national services.

(4) The manner of calculating (i) the contributions of public library authorities; and (ii) the subscriptions of non-public library members, shall be as follows:

.....  
.....  
(5) It shall be obligatory upon each public library authority to pay the contribution, and upon each non-public library member to pay the subscription, determined by the Council.

#### *Meetings*

12. The Council shall ordinarily meet not less than once a year.

#### *Standing Orders*

13. The Council shall make such Standing Orders as it thinks necessary for the conduct of its business.

#### *Executive Committee*

14. At its annual meeting the Council shall appoint an Executive Committee, the members of which shall hold office until the next annual meeting and shall be eligible for re-appointment.

15. The Executive Committee shall consist of:

- (a) the Chairman and Vice-Chairman of the Council;
- (b) . . . members of the Council representing—
  - county councils . . . .
  - county borough councils . . . .
  - non-county borough councils . . . .
  - urban district councils . . . .

provided that not less than half of each group of these members shall be librarians employed by the authorities concerned;

- (c) . . . members of the Council representing universities;
- (d) . . . members of the Council representing other non-public libraries; and
- (e) the member of the Council representing the National Central Library.

16. The Minister of Education may appoint one or more of his officers to attend meetings of the Executive Committee as assessors.
17. The Executive Committee shall at its first meeting each year appoint one of its members to be Chairman, and the Executive Officer of the Council shall be its Secretary.
18. The Executive Committee shall ordinarily meet not less than three times a year.
19. The Executive Committee shall be authorized by the Council to:
  - (a) manage the affairs of the Council in accordance with the provisions of this Scheme;
  - (b) appoint and discharge staff, and make arrangements for their salaries and superannuation;
  - (c) receive monies and incur such expenditure as may be necessary for the work of the Council;
  - (d) appoint sub-committees; and
  - (e) make rules for the efficient conduct of its business.
20. Any proposal to amend this Scheme shall after due notice be considered at a meeting of the Council and, if carried, shall be submitted to the Minister for his approval.

## APPENDIX C

*Regional Union Catalogues and their Arrears*

Regional Union Catalogues with approximate size of collections (a)	Supplementary records for locating books		Lists of additions received but not yet entered in catalogue or B.N.B. volumes (4)	Member Libraries not yet recorded and parts of libraries unrecorded (5)	Arrears of records of books withdrawn (6)	Regional Committee's estimated cost of dealing with arrears in 1961, omitting items noted below (d)
	Files of slips awaiting incorporation into catalogue (b)	Files of B.N.B. sheet entries (c) and locations marked on weekly or annual volumes of B.N.B. (3)				
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Northern (456,000 edited entries)	190,000 (mostly 1940-1950) Plus 18,000 other slips.	22,000 B.N.B. sheet entries with locations consolidated.	10,000 B.N.B. numbers on slips.	50,000 titles, including music.	Backlog of records destroyed in 1957.	£ 11,000
Yorkshire						
No Union Catalogue; requests circulated to sub-local and local libraries.						
North Western (139,000 edited entries)	10,000. 1,000 edited awaiting typing.	65,000 B.N.B. sheet entries from 1938. B.N.B. Annual volumes 1950-1957 marked with locations (100,000).	50,000 listed B.N.B. numbers. 1,500 sheet entries associated, and X-500 sorted and awaiting insertion.	(1) Basic stock: 14 public libraries. (2) B.N.B. additions: 17 public libraries, and incomplete records from a further 38 libraries. (3) Non-B.N.B. additions before 1957: All libraries except Manchester Public Libraries. (4) Non-B.N.B. additions since 1957: 32 libraries.	Few records received—none dealt with.	20,000 (c)
West Midlands (447,802 edited entries)	Nil	Nil	20 libraries' lists of additions for 1940-1951 period. Birmingham University list of additions 1940-50.	The pre-1946 stock of libraries only partly recorded. Also 1 million entries from Birmingham Public Libraries (including duplicates) unrecorded.	No deletions of withdrawn books since 1940.	2,500 (h)
East Midlands (250,000 edited entries)	500,000 (since 1940).	B.N.B. entries kept in serial number order for two years prior to insertion in main catalogue.	Classified lists from Nottingham and Leicester Universities covering six years and from a Research Association covering nine years.	Reference collections in three public libraries and most local collections.	Backlog of records from 1943 destroyed.	10,000
South Eastern (374,192 edited entries)	130,000 (mostly from 1933 to 1949).	Nil	Nil	Nil	500,000	6,500



<i>London</i> (500,000 edited entries)	Nil	Nil	Nil	Nil	Nil	Nil
<i>South Western</i> (163,000 edited entries)	202,000.	<i>B.N.B.</i> entries kept in serial number order for three months prior to insertion in main catalogue.	Nil	Nil	Pre-1947 stock of Bristol University and one local and one reference collection in public libraries.	89,500 (f) (f)
<i>Wales—Gwynedd</i> (410,000 edited entries)	65,000 entries to be added covering PERT-Z.	Locations for post-1953 British books are entered in <i>B.N.B.</i> weekly lists and later transferred to the annual volumes.	Locations for post-1953 British books entered in <i>B.N.B.</i> weekly lists.	Nil	Two recently joined Training College libraries.	4,400 (f) (f)
<i>Wales—Cardiff</i> (88,000 edited entries covering letters A-E)	Unedited portion of main catalogue 612,000 cards (see note (d)).	Locations for post-1953 British books entered in <i>B.N.B.</i> weekly lists.	200,000 locations in all.	Nil	Cardiff Public Library recorded only up to 1941.	27,000 (f) (f) (f)
			30,000 unsorted slips 1953 onwards.		250,000	125,100
					Total.	

(a) In most cases the figure includes references. (b) Most of these files have all locations transferred to one slip. (c) Filed in *B.N.B.* serial number order. (d) The figures supplied have not all been arrived at on a common basis, and they will be influenced by policy decisions on the inclusion of the stocks of certain smaller libraries and the inclusion of the stocks of certain large city and university libraries. (e) The editing of the remainder of the catalogue should produce about 450,000 entries. (f) Estimate for recording the stocks of the serial libraries and their associated university libraries only. (g) This figure is only an approximate estimate. (h) Excluding the Birmingham Public Library stock and the older lists of additions. (i) Excluding the pre 1947 stock of Bristol University (possibly another 26,000). (j) Excluding provision for transferring locations from *B.N.B.* annual or weekly volumes to a card or sheet catalogue. (k) Excluding Cardiff Public Library stock. (l) Working Party's estimate.

## APPENDIX D

### *National Central Library*

#### BOARD OF TRUSTEES

##### *Chairman*

The Earl of Elgin and Kincardine, K.T., C.M.G.<sup>1</sup>

##### *Vice-Chairman*

General Sir Ronald Adam, Bt., G.C.B., D.S.O., O.B.E.

Sir Henry Dale, O.M., G.B.E.<sup>2</sup>, Sir Frank Francis, C.B. (Director and Principal Librarian of the British Museum), Mrs. Wyndham Goldie, L. R. McColvin, C.B.E.<sup>2</sup>, Sir Paul Sinker, K.C.M.G., C.B., Mrs. M. D. Stocks, Professor D. M. S. Watson<sup>3</sup>, R. A. Wilson<sup>3</sup>, Sir John Wolfenden, C.B.E., The Earl of Woolton, P.C., C.H.

<sup>1</sup> Appointed by the Carnegie United Kingdom Trust.

<sup>2</sup> Appointed by the Library Association.

<sup>3</sup> Appointed by the Trustees of the British Museum.

#### EXECUTIVE COMMITTEE

##### *Chairman*

B. S. Page<sup>5</sup>

##### *Vice-Chairman*

C. B. Oldman, C.V.O., C.B.<sup>1</sup>

General Sir Ronald Adam, Bt., G.C.B., D.S.O., O.B.E.<sup>2</sup>, H. D. Budge<sup>4</sup>, E. V. Corbett<sup>6</sup>, D. J. Foskett<sup>4</sup>, J. T. Gillett<sup>11</sup>, K. C. Harrison, M.B.E.<sup>4</sup>, A. J. Hatley<sup>6</sup>, W. J. Hill<sup>3</sup>, W. R. M. McClelland<sup>11</sup>, L. R. McColvin, C.B.E.<sup>2</sup>, H. Nutt<sup>4</sup>, L. G. Patrick<sup>4</sup>, M. C. Pottinger, D.S.C.<sup>10</sup>, R. A. Skelton<sup>1</sup>, J. E. Thomas<sup>11</sup>, H. J. Trump<sup>7</sup>, A. E. Twentyman<sup>8</sup>, D. J. Urquhart<sup>9</sup>, R. A. Wilson<sup>1</sup>, G. Woledge<sup>2</sup>, V. H. Woods<sup>11</sup>.

<sup>1</sup> Appointed by the Trustees of the British Museum.

<sup>2</sup> Appointed by the Board of Trustees.

<sup>3</sup> Appointed by the Contributors to the Library.

<sup>4</sup> Appointed by the Library Association.

<sup>5</sup> Appointed by Aslib.

<sup>6</sup> Appointed by the Workers' Educational Association.

<sup>7</sup> Appointed by the Universities Council for Adult Education.

<sup>8</sup> Appointed by the Library Co-operation Committee of the Association of University Teachers.

<sup>9</sup> Co-opted member.

<sup>10</sup> Librarian of the Scottish Central Library (Observer).

<sup>11</sup> Representing the regional library systems.

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# Inter-Library Co-operation in England and Wales

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Report of the Working Party  
appointed by the Minister of Education  
in March 1961.

*LONDON*  
HER MAJESTY'S STATIONERY OFFICE  
1962

#### MEMBERS OF THE WORKING PARTY

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*Borough Librarian, Wandsworth.*

Mr. S. P. L. Filon  
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Mr. R. Vann  
*Librarian, Redditch.*

#### ASSESSORS

Miss F. M. Loughnane, Treasury.

Mr. P. H. Sewell, Ministry of Education.

#### SECRETARY

Mr. F. N. Withers, Ministry of Education.

In June 1961, Mr. Sewell, Head of the Department of Librarianship at the North Western Polytechnic, London, was seconded to the Ministry of Education for two years as Library Adviser.

NOTE: The estimated cost of preparing and publishing this Report is £1,004, of which £489 represents the estimated cost of printing and publication.

# *Foreword*

BY THE MINISTER OF EDUCATION

This Report examines the technical implications of what the Committee on the structure of the Public Library Service in England and Wales, under the chairmanship of Sir Sydney Roberts, said about library co-operation. I am grateful to the members of the Working Party for their useful study of the problems in this field. The Report will be of assistance to me in preparing the projected new legislation for public libraries and in the administrative action which would follow.

As regards the basis of Exchequer aid towards the cost of the National Central Library and the completion of the regional catalogues the Government is not disposed to go beyond the recommendations of the Roberts Committee.

I shall be consulting the regional committees on the recommendation in the Report about the reorganization of regional areas and, when the proposed advisory councils for England and Wales are appointed, I shall ask them to consider the most appropriate form of relationship between the English and Welsh regions.

The publication of this Report, which was submitted to my predecessor in January last, has been held over so that it can be considered in conjunction with that of a further working party which has been considering standards of public library service. I have therefore arranged for these two reports to be published simultaneously.

EDWARD BOYLE

December, 1962.



# Preface

TO THE RIGHT HONOURABLE SIR DAVID ECCLES, M.P.,

MINISTER OF EDUCATION

Sir,

You appointed us in March, 1961—

“To study the technical implications of the recommendations in the Roberts Report about inter-library co-operation.”

We now have the honour to present our report.

We have had eleven meetings, and we have considered information supplied at our request by the committees responsible for the regional library bureaux in England and Wales, the National Central Library and the Department of Scientific and Industrial Research. We acknowledge the help which we have received from these bodies, as well as from some others who have sent us memoranda. We are also most grateful to the National Central Library and the Library Association for the hospitality which they have extended to us in connection with our meetings.

We have received much valuable assistance from Mr. P. H. Sewell, who was appointed in June to be Library Adviser at the Ministry; and our thanks are also due to Miss F. M. Loughnane, who has represented the Treasury as an assessor during our discussions. Mr. F. N. Withers has been our very capable Secretary, and we are particularly grateful to him and his staff for the efficiency with which they have made arrangements for our meetings, collected information for us and kept our records.

Our report is divided into the following sections:

- I Introduction.
- II Present arrangements.
- III Regional Organization.
- IV Regional and National Catalogues.
- V National Central Library.
- VI Extra-District Charges.
- VII Recommendations.

## *Appendices*

- A Regional Organization.
- B Model Scheme for Regional Co-operation.
- C Regional Catalogues and their Arrears.
- D National Central Library: Governing Body.